

# Clark/Madison Pilot & Planning Grant

## Drug Court Program

### Process Evaluation

**October 7, 1999**

**Clark/Madison Pilot and Planning Grant  
Drug Court Program  
Process Evaluation**

**Prepared by**

**TK Logan, Katie Williams, Carl Leukefeld  
Brandi Lewis**

**Center on Drug and Alcohol Research  
University of Kentucky  
643 Maxwelton Court  
Lexington, Kentucky 40506-0350**

**606-257-8248**

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## Executive Summary

The purpose of this report is to provide the results of a process evaluation of the Clark/Madison Pilot/Planned Drug Court program. This comprehensive process evaluation included a four hour interview with the Drug Court Judge and surveys of: 2 community treatment providers, 1 defense attorney, 1 prosecuting attorney, 2 representatives from the Office of Probation and Parole, 2 representatives from the Clark and Madison County Jails, and 2 police department representatives. In all, 11 different individuals representing 7 different agency perspectives provided information about the Clark/Madison Drug Court program for this report. The data for this report is for the period from December 1998 to April 1999.

The data for this report is for the Clark/Madison Drug Court pilot program and planning grant Drug Court. The pilot program began the first week of December, 1998. The pilot Clark/Madison Drug Court program was implemented in order to determine the strengths and weaknesses of the Clark/Madison Drug Court program. The mission of Kentucky's Drug Courts is to create a criminal justice environment that stops illicit drug use and related criminal activity and promotes recovery. In the program model developed in Clark and Madison counties, defendants will be accepted into the program by probation referrals made by the sentencing Judge. Clients will spend an average of one to two years in the Drug Court program before graduation.

*Program Goal Achievement.* The primary goal of the Clark/Madison Drug Court program is to produce productive citizens. The Clark/Madison Drug Court program will also report to the Administrative Office of the Courts on the following goals: promote abstinence; decrease recidivism; increase community safety; increase life skills; increase community awareness; and expand and maintain a resource base.

*Drug Court Staff.* The Clark/Madison Drug Court does not employ any staff members. The Judge volunteers her time with the program and two probation officers, one for each county, work with Drug Court clients in addition to other probation clients.

*Drug Court Judge.* Currently, there is one Judge involved with the Clark/Madison Drug Court program. Judge Julia Adams has been on the bench for 15 years. She planned the Clark/Madison Drug Court program and works with the pilot program. Judge Adams will continue to work with the Clark/Madison Drug Court once funding has been established. Judge Adams has attended a variety of training sessions to prepare her for planning the Clark/Madison Drug Court. She attended a state implementing Drug Court conference, Administrative Office of the Courts meetings for Judges, a national conference in Brooklyn, New York for Judges, and other Kentucky Drug Court meetings.

*Drug Court Clients.* Currently, one client from Clark County has entered the Clark/Madison Drug Court pilot program. Two to three clients from each county will go through the pilot program before the official Clark/Madison Drug Court program begins.

*Individualization.* The Clark/Madison Drug Court program will focus on individualization of treatment. Few group sessions outside of Alcoholics Anonymous will be required of clients. Instead, the program will require individualized counseling for all of the clients to focus on each client's specific needs.

Other unique aspects of the Clark/Madison Drug Court program will include the fact that Clark and Madison counties are approximately 50% rural and a network of treatment, business, law enforcement, and court services is necessary to appropriately serve clients. Clients will be required to provide their own transportation. Another unique aspect of the program is the lack of staff members; the Judge volunteers her time and probation and parole officers supervise the clients. Clients will also be required to pay for their own treatment costs. The final unique aspect of the Clark/Madison Drug Court program is that each client will graduate separately.

*Strengths.* Each participant was asked about their perceived strengths of the program as well as the things that they believed needed to be improved upon. The following are some of the strengths mentioned by respondents: (1) Team concept, (2) The need to continue to experience success, (3) Accountability of the clients, (4) Reduction in crime rates, (5) Getting defendants off drugs and placed into jobs, (6) Individual attention to participants, (7) Intensive supervision by the Court and probation officers, (8) Keeping victimless offenders and first time offenders out of jail, (9) Interaction, (10) Time savings, (12) Fewer repeat offenders, (13) Rehabilitation of the individual, and (14) Savings due to fewer prisoners.

*Suggested improvements.* The following are improvements suggested by the respondents: (1) Create a half-way house for Drug Court clients, and (2) Hire additional probation and parole staff, as well as prosecution staff.

*Advice to new Drug Court programs.* Respondents were also asked what advice they would give to new Drug Court programs. Their responses included the following: (1) Set aside time for the planning and implementation of the program, and (2) Discuss the Drug Court program with other Drug Court judges.

*Concluding Comments.* The following were concluding responses by various respondents. Overall, the comments reflect summations of what the respondents think about the Drug Court program. The prosecution representative commented that The Drug Court program is a "good idea, but needs adequate support staff for all involved." Probation and Parole Officers stated that they believed "The client[s] must be at rock bottom and willing to accept treatment and willing to make the effort to help [themselves]." The jail representative stated that "Drug Court alternatives have been needed in this area for a long time. I hope the treatment facilities are sufficient to handle the case load."

*Summary.* In summary, the Clark-Madison Drug Court pilot program was implemented in December of 1998. The program is firmly established on the Key

Components and has three program phases, which will take an average client approximately 18 months to complete. Currently, there is only one client in the pilot program.

This program is in the initial planning stages. However, the Judge has gone beyond simple planning and: (1) Has created a manual for clients, probation and parole, and anyone interested in learning about the Drug Court program; (2) Has implemented a pilot program which will serve to refine the program planning process; (3) Has an extensive history with programs similar to the Drug Court program; (4) Has an extraordinary commitment to the community in which this Judge serves as well as to meeting the individual needs of the clients; and (5) Has a longstanding presence in her community and has rallied the community to support the Drug Court program and the individuals who participate in the program. This program should have a smoother implementation because of the extensive experience and preliminary work the Judge has put into the planning of the Clark/Madison Drug Court program.



## Program Description and Background

The motto for the Kentucky Drug Courts is “A chance...a change.” Kentucky’s Drug Courts are aligned with more than 200 Drug Courts across the United States. During Fiscal Year 1998, the number of drug offenses in Clark County was 518 and the number of drug offenses in Madison County was 762.<sup>1</sup> During Fiscal Year 1998, the percentage of drug arrests per population was 1.64% for Clark County and 1.18% for Madison County.

The Clark/Madison Drug Court program will serve both Clark and Madison counties. Clark County is located in the Outer Bluegrass region of Kentucky, and is adjacent to Fayette County, the second most populated county in the State of Kentucky. According to the 1990 census, the population of Clark County was 46.4% rural.<sup>2</sup> Madison County is located to the south of Clark County and is in the Eastern Knobs region of the State of Kentucky. Madison County is also adjacent to Fayette County. According to the 1990 census, the population of Madison County was 47.3% rural.<sup>3</sup>

The Clark/Madison Drug Court began a pilot program during the first week of December in 1998. One client in Clark County entered the program at that time. The Judge expects to include a total of two or three clients in both Clark and Madison counties for the pilot program. The pilot program is a model of the planned Clark/Madison Drug Court program.

Currently, the program does not employ any staff. Two officers from the Office of Probation and Parole, one for each county, work with the Drug Court program in addition to other parole cases. A treatment coordinator may be hired if the pilot program shows that one is needed. Clients will meet with treatment sessions at a place designated by the probation officers. Officers will also go to the clients’ places of employment and churches in order to meet with the clients.

Currently, one Judge, Judge Adams, works with the Drug Court program. Judge Adams has worked as a Circuit Judge for Clark and Madison counties for five years and as a Judge in Juvenile Court for ten years prior to being a Circuit Judge. Her knowledge of the area and connections to local businesses and government agencies has contributed to the individuality of the Clark/Madison Drug Court program.

The Clark/Madison Drug Court program will be grounded in the Key Components described in the 1997 publication, *Defining Drug Courts: The Key Components*.<sup>4</sup> The overall mission of Drug Courts is to stop the abuse of alcohol and other drugs and related criminal activity. In exchange for successful completion of the treatment program, the court may dismiss the original charge, reduce or set aside a

<sup>1</sup> Count of Drug and Non-Drug Offense Charges by County for Fiscal Year 1998. Research and Statistics Department of the Administrative Office of the Courts.

<sup>2</sup> <http://www.lrc.state.ky.us/other/econ/counties/CLARK/censoc.txt>

<sup>3</sup> <http://www.lrc.state.ky.us/other/econ/counties/MADISON/CENSOC.TXT>

<sup>4</sup> *Defining Drug Courts: The Key Components* (January, 1997). U.S. Department of Justice, Office of Justice Programs, Drug Courts Programs Office.

sentence, offer some lesser penalty, or offer a combination of these. Drug Courts transform the roles of both criminal justice practitioners and Alcohol and Other Drug (AOD) treatment providers. The Judge is the central figure in a team effort that focuses on sobriety and accountability as primary goals. To ensure the primary goals are met, the Drug Court Standards Committee developed some key components for all Drug Court programs. The key components as described in the 1997 *Defining Drug Courts: The Key Components*, are:

Table 1. Key Components

1. Drug Courts integrate alcohol and other drug treatment services with justice system case processing.
2. Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights.
3. Eligible participants are identified early and promptly placed in the Drug Court program.
4. Drug Courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services.
5. Abstinence is monitored by frequent alcohol and other drug testing.
6. A coordinated strategy governs Drug Court responses to participants' compliance.
7. Ongoing judicial interaction with each Drug Court participant is essential.
8. Monitoring and evaluation measure the achievement of program goals and gage effectiveness.
9. Continuing interdisciplinary education promotes effective Drug Court planning, implementation, and operations.
10. Forging partnerships among Drug Courts, public agencies, and community-based agencies generates local support and enhances Drug Court effectiveness.

### Program Goals

The primary goal of the Clark/Madison Drug Court program is to produce productive citizens. The measures for this goal will be continued sobriety and employment as well as renewed family relationships. In addition to the primary goal, the Clark/Madison Drug Court will report to the Administrative Office of the Courts on the following goals and measures of goal achievement:

Table 2. Program Goals and Measures

<b>Program Goals</b>	<b>Measures for Goal Achievement</b>
1. Promote abstinence	Drug free babies; clean urines; number of meetings attended (AA/NA, treatment groups, education, case specialist meetings)
2. Decrease recidivism	# re-arrests while in program and after graduation (tracked with CourtNet, a daily jail list, and arraignments are monitored daily as well)
3. Community safety	Lower community drug arrests; lower property crime
4. Increase life skills	Court approved housing; court approved employment; education level of clients; gaining/keeping custody of children
5. Community awareness	# media contacts; national recognition; additional funding; requests to speak; more referrals
6. Expand and maintain resource base	Expanding and maintaining the number of agencies the Drug Court program can refer clients to or who work with the Drug Court program

*Client Goals.* Clients will work toward the following goals as written in the program manual.

Table 3. Client Goals

1.	You will be able to use treatment as a means of changing lifestyle patterns.
2.	We will identify your specific needs and help teach you better coping mechanisms.
3.	We will promote your adjustment to a drug-free lifestyle.
4.	We will work to encourage a non-criminal pattern of living.
5.	We will help you develop employment skills through vocational training and educational pursuits.
6.	We will help foster your involvement in support groups (NA and AA).
7.	We will work to increase your social skills.
8.	We will work to enhance your self-motivation.
9.	We will teach the warning signs of relapse and relapse prevention planning.

Clients must agree to these goals and sign an authorization form after having reviewed the program requirements with their defense attorneys.

### Recruitment and Screening

Drug Court clients will all be ordered into the program by the Judge, but they will be able to choose not to participate after having read through the program description. If clients are not accepted into the program for any reason, they will be able to withdraw their guilty plea. Clients will learn about the Drug Court program through their defense attorneys who will have a copy of the program manual available for review with clients.

The Department of Probation and Parole will also have a Drug Court manual for potential clients.

Clark/Madison Drug Court clients will enter the program through a probation track. Initial determination for eligibility will vary based upon the client's history. Some multiple offenders will have previously undergone an assessment and will be eligible for the Drug Court program as soon as they plead guilty. Others will need to undergo an assessment in order to be determined eligible for the Drug Court program. The Judge feels that clients will enter the Clark/Madison Drug Court program in order to avoid a significant amount of time in prison.

*Eligibility.* Eligibility for the Drug Court program will be based on certain inclusionary and exclusionary criteria. Clients must be on probation, must be drug addicts, must have their own transportation, and must have a residence in order to be a participant in the Clark/Madison Drug Court program. No violent offenders will be allowed into the Clark/Madison Drug Court program. Drug traffickers will also not be accepted unless they traffic to support their addiction. The severity of the trafficking case will be determined on a case-by-case basis.

Assessments will be completed within two weeks after the Judge refers the potential client to assessment for eligibility. Comprehensive Care will perform the substance abuse assessment using the Addiction Severity Index (ASI), Michigan Alcoholism Screen Test (MAST), and/or the Drug Abuse Screening Test (DAST). Probation officers will also do a Pre-sentence Investigation Report (PSI) to determine client eligibility.

#### Capacity

Clients will enter the Clark/Madison Drug Court program as soon as they are eligible for entry. Clients will start on their own and not be a part of a group or cohort. The Judge estimates that there will be no more than 12 spaces for each of the two counties. With the current pilot program, the Judge will admit a total of two or three clients in each of the counties.

*Timing.* It will take between two and four weeks from the time a client has been determined eligible for the Drug Court program to official entrance. Individualized Program Plans will be completed before the client enters the program as soon as the assessments have been completed. Clients will meet with a treatment provider within days of the Individual Program Plans being completed.

#### Treatment Programming

*Assessment of Needs.* Potential clients will undergo an assessment to establish drug dependency and a history of drug use. The Addiction Severity Index (ASI), Michigan Alcoholism Screen Test (MAST) and/or the Drug Abuse Screening Test (DAST) will be used by Comprehensive Care to assess the particular needs of clients.

(See Appendix C for a copy of the DAST) The Office of Probation and Parole will also review the potential client's Pre-Sentence Investigation Report (PSI) to determine criminal history of the client. These assessments will aid in planning each client's Individual Program Plan.

*Orientation.* Each client will undergo an orientation session with the Judge prior to program entrance. The orientation session will consist of the Judge explaining the program manual to the client. The client will then sign the authorization form stating that they authorize the assigned treatment providers, probation officer and the Judge to review their medical and drug treatment records in order to develop and maintain a treatment program for the client.

*Program Documentation.* Each client will receive a program manual. This manual describes the program, the expected goals for each client, costs and payments, participant rules, treatment services, program requirements, medication requirements, and sanctions. Each participant will sign the authorization form at the end of the program manual.

*Individual Program Plans.* The Clark/Madison Drug Court program will be extremely individualized. Although clients will be required to attend some group sessions, the Judge feels that the group model detracts from the individuality of addiction. Each client will receive an Individual Program Plan (IPP) tailored to meet his or her needs. Plans are developed by the probation officers and treatment providers with input from the clients. Plans will be updated as needed. Program requirements will change as the clients go through each of the three phases. The three phases will take an average of 18 to 24 months to complete, although a client could complete the program in a year's time.

*Phase I* can be completed in three to four weeks. Although time frames are established for each of the phases, the clients will work through the program at their own pace. During Phase I, a client will be required to detoxify if necessary, to complete an orientation session regarding probation requirements, provide five random urine drug screens each week, attend at least three self-help (AA) meetings each week, attend each assigned individual and group therapy sessions, attend each probation report meeting, attend Drug Court sessions every other week, maintain stable housing, maintain employment or an educational program, pay any required fees, and submit a daily journal entry to the Court.

*Phase II* can be completed in four to five months. During Phase II, clients will be required to provide at least two urine drug screens per week, to attend self-help (AA) meetings three to seven times per week, to attend all assigned group and individual treatment meetings, to attend all probation report meetings, to attend Drug Court sessions every other week, to obtain an NA/AA sponsor, to participate in an educational or employment program, to maintain stable housing, to maintain stable employment or educational program, to pay any fees, and to submit a daily journal entry to the Court.

*Phase III* can be completed in seven to ten months. During Phase III, clients will be required to provide weekly urine drug tests on demand of the probation officer, to attend individual and group counseling sessions, to attend at least three NA/AA self-help meetings each week, to maintain a NA/AA sponsor, to participate in an educational or employment program and/or employment as developed in the Individual Program Plan, to attend all probation meetings, to attend Drug Court sessions as required by the Judge, to pay all fees, to maintain stable housing, to maintain stable employment or education program, and to complete and maintain a daily journal entry.

*Individualization.* The Clark/Madison Drug Court program will focus on individualization of treatment. The Drug Court Judge believes that group treatment detracts from the individual nature of addiction. Few group sessions outside of Alcoholics Anonymous will be required of clients. Instead, the program will require individualized counseling for all of the clients to focus on each client's specific needs.

Other unique aspects of the Clark/Madison Drug Court program will include: (1) Rural population served, (2) Transportation requirement, (3) Lack of staff, (4) Payment for treatment, and (5) Graduation ceremonies.

Clark and Madison counties are each approximately 50% **rural**. Treatment facilities as well as other services are less available to individuals in rural counties than they would be in a larger urban area. This lack of facilities necessitates that support networks be created among businesses, the courts, law enforcement, and the available treatment facilities in order that more individuals may be served.

Clients in the Clark/Madison Drug Court program will be required to have **transportation** available. Public transportation is not available in Clark and Madison counties and the counties do not have the resources to support separate transportation for Drug Court clients.

No **staff** has been hired to work with the Clark/Madison Drug Court program. Clients will be supervised by the Office of Probation and Parole, by the Drug Court Judge, and, while they are in treatment, by the independent treatment facilities. A treatment coordinator may be hired to manage the program once the Clark/Madison Drug Court is funded.

Clients will be required to **pay**, to the best of their abilities, for their own treatment programs. They will also be required to pay \$10 for each Court appearance to help pay for the Drug Court program's expenses. Indigent clients will be required to pay a portion of the fee commensurate with their abilities. Each participant will be required to pay \$16 to their assigned probation officer within two weeks of program entrance.

Clients will **graduate** separately. As soon as each client has completed each of the requirements for graduations and is ready to graduate from the program, a graduation ceremony will be held. The minimum time requirement for graduation is 12 months. However, clients can move through the program at their own pace.

*Drug Court Sessions.* Drug Court sessions will be held on a Drug Court docket/calendar. Each of the clients in Phase I and Phase II will appear at the Court sessions. Sessions will be divided between Clark and Madison counties. Sessions will be held in Clark County the second and fourth Wednesdays of each month at 8 a.m. In Madison County, sessions will be held the first and third Wednesdays of each month at 8 a.m. Participants in Phase III will attend sessions as required by the Judge. During each session, the Judge will review the clients' journals and sometimes discuss the journal entries with the clients. Typically, the probation officers will fax the client reports to the Judge the night before and then come in early to discuss each the clients' progress.

*Program Rules.* Participants also have specific rules they will be required to follow with participating in the Clark/Madison Drug Court program. Rules stated in the program manual include:

1. Appropriate clothing is expected at all times. Participants will need to wear a shirt or blouse, pants (or shorts of reasonable length), and shoes. Sunglasses will not be worn inside the Court or any treatment facility unless medically approved by the Court. Clothing bearing drug or alcohol-related themes, or promoting or advertising alcohol or drug use are not allowed. No gang colors or clothing is to be worn.
2. Participants are expected to attend all groups, educational sessions, activities and individual sessions; arrive on time and not leave until a break occurs or the meeting is over. Participants who are late will not be allowed to attend and will be considered non-compliant.
3. The following actions will not be tolerated:
  - a) No violence or threats of any kind will be tolerated.
  - b) Coming to any required meeting or facility under the influence of any drug or alcohol.
  - c) Possession of alcohol, drugs, weapons, etc.
  - d) Participants displaying intoxicated or addicted behavior may be expelled.
4. Inappropriate sexual behavior or harassment will not be tolerated.
5. Attendance at self-help recovery groups is expected and non-compliance will be documented.
6. Participants' families or friends should not loiter. If friends or family members are providing transportation, they should simply drop off the participant and pick them up at the end of any scheduled session.

In addition, although all sessions and responsibilities to participate in the Drug Court program may require transportation and childcare, these services will not be provided by the Clark/Madison Drug Court program.

*Employment.* Drug Court clients will be required to obtain and maintain full-time employment throughout the program unless enrolled in an educational program. Probation officers will verify employment through site visits. One unique aspect about the Clark/Madison Drug Court program is its location in two relatively small counties of the State of Kentucky. In small towns and small communities, it is crucial to establish and maintain networks of business and community relations. If a client needs help finding a job, the Clark/Madison Drug Court Judge has a network of jobs available. If a client does not find or maintain a job, he or she will be required to do community work—20 hours if he or she is actively looking for employment and 40 if he or she is not actively looking for employment. Employers who will support the client in their participant in the Clark/Madison Drug Court program will be used. The Judge expects that a barrier to employers hiring a Drug Court client will be scheduling the employee's time around required court, treatment, and probation appearances.

*Housing.* Drug Court clients will also be required to obtain and maintain court-approved housing. Appropriate housing will be verified by probation officers. If a client wants to be in the program but does not reside in appropriate housing, he or she may be jailed for a period of time until they can find appropriate housing. The Judge also has a network established for finding approved housing for clients. If clients lose housing they may be jailed until they can find housing or report to the jail each morning and night to let the jail staff know where they are.

### Treatment Modalities

The Clark/Madison Drug Court program will use two different treatment facilities. Crossroads and Comprehensive Care will be used to treat clients on an individual basis.

The Clark/Madison Drug Court program is unique in that it focuses individualized treatment rather than group sessions. Clark County has no treatment programs available for substance abusers and Madison County Comprehensive Care has treatment groups available. In the Clark/Madison Drug Court program, group therapy sessions will be used on a limited basis, although all clients will attend Alcoholics Anonymous (AA) groups.

*Other Program Components.* Some of the program components that make the Drug Court program differ from other drug treatment programs include specific program components. The Clark/Madison Drug Court program uses community service, journal assignments, and good deeds as some of their unique program components. Mentoring is another component that may be used in the Clark/Madison Drug Court program.

**Community service** will be used as a sanction in the Clark/Madison Drug Court program. The number of hours assigned as sanctions will vary. If a client is unemployed, he or she will be required to do between 20 and 40 hours of community service. If the clients were actively seeking employment, they would be assigned 20



hours of community service and if clients were not actively seeking employment, they would be assigned 40 hours of community service. A variety of agencies are available with which a client could do community service. The community service available in Clark County includes: Winchester/Clark County Parks Board, Clark County Schools System, local churches, community food bank, Generations Center, the Public library, and the County Clean-up Crew. Clients may also work in the Courthouse answering phones.

Daily **journal assignments** will be required of all clients. Clients will write about the same topic for two weeks at a time. Topics will include “how your addiction has cost you” and similar themes in the context of addiction. Clients will present their journals to the Judge in Court and the Judge will review the journals with the client. Clients will keep their journals for their own review and to see the evolution of their treatment.

**Good deeds** will be another component of the Clark/Madison Drug Court program. Good deeds will be reported on informally in Drug Court sessions. The Judge will ask clients if they have done anything good for anyone other than themselves.

A **mentoring** component is not currently being planned. However, the Judge would like to include a formal component into the program.

### Client Monitoring

Clients will be monitored by the Clark/Madison Drug Court Judge and on an individual basis by the Office of Probation and Parole. In addition, when clients will be in a treatment program, they will be monitored by the treatment staff. If clients have lost appropriate housing, they will be monitored by the jail staff when they check in every morning and evening.

*Urine Drug Testing.* One of the most important ways clients will be monitored in the Drug Court program is through drug testing. Drug testing will be done frequently and randomly. Urine drug screens will be paid for by the Corrections Cabinet. Probation officers will show up randomly to the client’s job, home, or to court to obtain a urine sample from the clients. Clients in Phase I will be required to provide five random urine samples each week. In Phase II, clients will be required to provide at least two random urine samples per week. In Phase III, clients will be required to provide at least one random urine sample a week.

*Sanctions and Rewards.* Sanctions will be applied on a case by case basis. Probation officers and AA personnel will have input into the sanctions. However, the Judge will make the final determination for sanctioning. Dirty urine screens, missing work, not completing community service, not completing assignments, being late to Drug Court sessions, not showing up and not cooperating with program requirements will all prompt sanctions. Sanctions will include jail time, phase demotion, sitting through regular court sessions to watch defendants get punished, additional urine samples, additional treatment, and being terminated from the program. The Judge feels that

sanctions must be immediate for clients to attach and accept consequences to their actions.

Rewards will be prompted by a client doing well in each of the phases. If the client is getting better, they will earn more respect from the Judge as well as from the probation officers, their independent treatment providers, and their families and friends.

*Graduation.* The minimum time requirement for graduation will be 12 months. In addition, clients must successfully go through all three phases, maintain stable living conditions for 12 months, maintain stable employment for at least six months unless the client is in Vocational Rehabilitation or an educational program, and provide clean urine drug screens for at least six months. Clients will also be required to pay an undetermined amount of fees in order to graduate.

Graduations will occur as often as one client has completed all the requirements for graduation. Graduations will be held in the evenings in the courtroom. Graduations will be open to the public only if the clients want them to be. The clients will be able to invite anyone to the graduations. Families and friends will be welcome, as will the press if the event is public. There will be a speaker and the graduations may be videotaped. One of the unique parts of the Clark/Madison Drug Court is in the community network system that has been established by the Judge. Because of this network, the graduations may possibly have engraved invitations, certificates, and graduation presents provided by local businesses. If the client was sentenced to five years of probation, their probation may be removed and this will be highlighted in a symbolic way at the graduation ceremony.

*Program Removal.* When a client is in non-compliance with the program rules, they will be terminated from the program. Their probation will be revoked and they will be incarcerated. Violence, mistreatment of any of the people who work with the Drug Court program, consistent dirty urine screens, and new felony charges filed will prompt termination.

### Relapse Patterns

The Judge feels that the following situations would be likely to trigger relapse: family discord, minor legal infractions, and hopelessness.

### Aftercare

Currently there is no aftercare planned for the Clark/Madison Drug Court program. Many of the clients will be placed back on probation for a period of time and the Office of Probation and Parole will continue to supervise them. The Judge also hopes that the clients will become active in Alcoholics Anonymous with their involvement in the Drug Court program and will continue this involvement after graduation. The Judge feels that some clients would not need to be involved with an aftercare program. Their

goal is to not be identified as someone who needs treatment. Their anonymity is very important.

### Information Capabilities and Reporting

Regular reports about Drug Court clients will be made to the Drug Court Judge and the Administrative Office of the Courts. The Judge will receive written reports from the probation officers the day before each Drug Court session. The Judge will then meet with the officers immediately before the Drug Court session to discuss client progress or noncompliance. The Judge will also meet with the probation officers several times each week to discuss clients.

Monthly reports will be made to the Administrative Office of the Courts. These reports will include: number of assessments; number of participants accepted; number of candidates rejected; number of clients in each of the phases; number of clients identified as using based on drug screens; number of in-patient treatment referrals, number of in-patient treatment participants, employment and educational status of clients, number of employment, educational, housing, and treatment verifications; number of participants sanctioned; number of participants with new charges; number of terminations; and the total number of active participants.

Quarterly and yearly reports will also be submitted to the Administrative Office of the Courts. These reports will include a summary of the monthly statistics, and the progress toward outlined objectives and performance indicators listed in the Program Goals section of this report.

### Funding

Currently, the Clark/Madison Drug Court program is in the process of applying for funding from the Administrative Office of the Courts. Because of the nature of the Clark County and Madison County region, the majority of the services provided to the Drug Court program are funded by other agencies such as the Corrections Cabinet, or will be funded by the clients. Clients will pay \$16 to their probation officers within two weeks of Drug Court entrance and non-indigent clients will pay \$10 each time they come to court to help fund the Drug Court's efforts. Non-indigent clients will also pay for their own treatment costs. Indigent clients will pay an amount determined to be reasonable by the Court.

The Clark/Madison Drug Court program may hire a full-time treatment coordinator. However, currently the probation officers who supervise Drug Court clients are paid by the Corrections Cabinet. The Judge volunteers her time for the Drug Court program.

### Evaluation

An evaluation of the Clark/Madison Drug Court program is not currently planned. The Judge would like to conduct an evaluation, but is currently focused on running the pilot program and implementing the AOC-recognized Drug Court program.

### Program Strengths

The strengths of the Drug Court program as listed by the Judge included: the team concept, the need to continue to experience success, and the accountability of the clients.

### Potential Program Changes

The Clark/Madison Drug Court Judge has adapted the Drug Court program to fit the Clark/Madison area. She felt that although there ought to be minimum standards for all of the Drug Courts, there needs to be room for creativity in planning. She felt that there were too many Drug Court meetings and out-of-state training sessions.

The Judge would also like to see a halfway house for Drug Court clients in Clark or Madison counties.

### Advice to Other Drug Courts

The advice to other Drug Courts included: (1) Set aside time for the planning and implementation of the program, and (2) Select three or four Judges for whom you have great regard and who have Drug Court programs already established and discuss the program with these Judges.

## Staff Characteristics

Currently, the Clark/Madison Drug Court program does not employ any staff members. The Judge volunteers her time and the two probation officers work with Drug Court clients in addition to other probation clients. The Clark/Madison Drug Court program may hire a full-time treatment coordinator to manage the program sometime in the future, but this is not currently planned.

*Probation and Parole Officers.* The Clark/Madison Drug Court program currently has no paid staff members. However, two probation and parole officers have been allocated to work with the Drug Court program. One officer works with each county. Officers supervise clients and coordinate their treatment programs. Officers also are in charge of employment and housing verifications. The probation and parole officers are paid through the Department of Corrections.

*Staff Training.* Staff would be trained individually. They would be mentored by the Judge and would need to understand the Clark/Madison network system.

*Interns.* Currently, the Clark/Madison Drug Court program does not use interns. However, Eastern Kentucky University is in Madison County and students from there or the University of Kentucky, located in the adjacent Fayette County, may be used as interns to help with counseling and other program components in the future.

*Volunteers.* The Clark/Madison Drug Court program will rely heavily on volunteer community support. Currently, no volunteers work with the Drug Court program, but they will be used for resource support.

*Judge Training.* The Clark/Madison Drug Court Judge has attended a variety of training sessions to prepare her for planning the Clark/Madison Drug Court. She attended a state implementing Drug Court conference, Administrative Office of the Courts meetings for Judges, a national conference in Brooklyn, New York for Judges, and other Kentucky Drug Court meetings. Judge Adams has also created other programs similar to the Drug Court program prior to planning the Clark/Madison Drug Court program.

*Drug Court Team.* The Drug Court team makes decisions about the Clark/Madison Drug Court program and provides feedback. Members of the Drug Court team are listed in the following table:

Table 4. Drug Court Team Members

<b>Team Member</b>	<b>Organization</b>
Thomas J. Smith	Commonwealth's Attorney
Lynda Campbell	Department of Public Advocacy
Ed Tedder	Comprehensive Care
Lynn Estes	Probation and Parole
Mark Davidson	Probation and Parole
Bobby Stone	Clark County Jail
Ron Devere	Madison Detention Center
Chief Marty Jackson	Clark/Winchester Police Department
Chief David Harkleroad	Madison/Richmond Police Department

### **Client Characteristics**

The Clark/Madison Drug Court pilot program currently has one client from Clark County. The pilot program will have two or three clients from both Clark and Madison counties before the AOC-recognized Drug Court program is established.

The expected characteristics of Drug Court clients include those clients who have had multiple failures. The Judge does not expect that very many young clients will realize the severity of a prison sentence, and will therefore choose not to be a part of the program. Also, people who have experienced some successes in their lives will more than likely be a part of the program. They have lost something and therefore the Judge feels that they will work harder to get their lives back to what they used to be. The Judge expects that 90% of clients will have been in some sort of group treatment prior to the Drug Court program. The Judge expects that the drugs of choice of Clark/Madison Drug Court clients will be crack, cocaine, and prescription drugs.

## Perceptions

### Probation & Parole Perceptions

Representatives from the Probation and Parole Offices, of Clark and Madison Counties, completed two surveys. Both representatives indicated that there would not be a sole officer dedicated to the Drug Court program. The officers have multiple duties.

The officers differed on their expectations of training and orientation programs for officers and staff. One officer indicated that he expected no change in the training programs, while the other officer noted his previous attendance of training and planning conferences as preparation for the Drug Court program. Further, he expected the impact on training to be less as Drug Court advanced.

The officers disagreed on the impact the Drug Court program has had on arrest and jail policies, as well as procedures. One officer expected there to be no impact, while the other expected “Intermediate sanctions for violations [that] may include short jail stays with a return to the program instead of revocation or discharge from Drug Court.” The other officer noted that the Drug Court program would have an impact on the agencies’ relationship with community groups by leading to better communication with churches, social organizations, employers and businesses, as well as private and public treatment providers.

Representatives of the Office of Probation and Parole indicated that some measures important for evaluating the success of the Clark-Madison Drug Court program include: (1) Consideration for the number of clients who successfully complete Drug Court, and (2) Evaluation of long term success of clients.

Officers agreed with the following statements pertaining to the impact of the Drug Court program on law enforcement agencies: (1) Drug Court will provide a more effective response to arrests of substance abusers, (2) Drug Court will result in more jail space for sentenced defendants, and (3) Drug Court will reduce the number of substance dependent detainees.

One officer indicated that the Drug Court program would have several benefits for the Probation and Parole Office, such as savings in police and corrections overtime and by also reducing number of rearrests. Both officers perceived Drug Court as not offering any savings in time spent in court appearances, as well as no savings in jury costs. The officers saw additional costs, brought upon as a result of the Drug Court, arising from more frequent drug testing and a greater need in manpower. One officer did note that a successful participant would save thousands of dollars compared to the cost of incarceration.

Problems the probation and parole officers expect as a result of the Drug Court program included willingness of employers to hire participants who have multiple treatment requirements weekly. Another perceived problem was other clients wanting to



participate in Drug Court to avoid jail time. Possible solutions to these problems entail going through employment agencies to seek employment that will not interfere with treatment and explaining to other clients why everyone does not qualify.

Benefits of the Drug Court program listed were: (1) reduce recidivism, (2) reduce parole caseload, (3) higher success rates, (4) hiring of additional officers, and (5) additional funding. Strengths that were mentioned by probation and parole representatives included: (1) individual attention to participants, (2) intensive supervision by the court and probation officers, (3) better communication within the criminal justice system, and (4) keeping victimless offenders and first time offenders out of jail.

Comments made about the Clark-Madison Drug Court included the following: I feel “ the client must be at rock bottom and willing to accept treatment and willing to make the effort to help theirselves.”

### Defense Perceptions

One public defender completed a survey concerning the planned Clark/Madison Drug Court program. No staff members will be specifically dedicate to the Drug Court program. However, one attorney will attend Drug Court sessions and inform the other public defenders about the Drug Court program.

The attorney noted that the Drug Court program will have an impact on attorney/staff orientation and/or training programs and on the Public Defender's relationship with the community, but will not affect policies and procedures. "It is important that all attorneys in the office understand the requirements and policies of Drug Court." The defense representative believed that the Public Defender's involvement with the Drug Court program will demonstrate to the public the agency's commitment to rehabilitation.

The defense attorney believed the following components of the Drug Court program would be extremely important: drug treatment, individualized treatment/program plans, continuous review of client progress, court sessions, drug testing, employment requirement, individual counseling, health referrals, and sanctions for noncompliance. Other components that the defense representative believed would be important included: journal assignments, mentoring, community service, family counseling, drug education, rewards for compliance, housing requirement, and physical health.

Reasons that the defense attorney felt clients would enter the Drug Court program included avoiding imprisonment and becoming drug free. Reasons that clients would choose to remain in the Drug Court program, according to the public defender, were positive reinforcement resulting from meeting goals and personal benefits resulting from being off drugs.

The defense representative felt that the Drug Court program will impact the criminal justice system in the following ways: (1) Encourage greater coordination with other justice agencies, (2) Promote new relationships with the justice system and other agencies in the community, (3) Encourage greater coordination with community groups, (4) Provide a more effective response to substance abusers, and (5) Will increase education and awareness of attorneys about substance abuse and its impact on clients. However, the defense representatives did not believe that the Drug Court program would permit more attorneys to be available for other cases, promote more efficient use of office resources, or reduce the number of substance abuse arrestees.

The public defender did not believe that the Drug Court program would promote time saved in terms of case preparation, less time in court appearances, savings in police overtime, savings in jury costs, or a reduced number of re-arrests. However, the representative indicated that no additional costs as a result of the Drug Court program are expected.

The public defender indicated that a comparison of the recidivism rates of Drug Court participants and offenders who are imprisoned without drug treatment would be necessary to evaluate the effectiveness of the Drug Court program.

The defense attorney believed that the Drug Court program could improve by (1) Allowing more offenders to be eligible for the program and (2) Withholding the adjudication of guilt for certain participants so that there would be no felony conviction in some cases.

The defense representative had one final comment about the Drug Court program: “The Drug Court program sends a message to all members of the community that incarceration is not the only appropriate punishment for a person with a drug problem.”

### Treatment Program Perceptions

A representative from Comprehensive Care completed a survey regarding the planned Clark-Madison Drug Court Program. The agency began working with Drug Court clients in March, of 1999, and the services provided to the Drug Court clients have remained unchanged. No treatment facility staff is solely dedicated to the Drug Court program.

The Drug Court program has not impacted the treatment facility's training/orientation or policies and procedures. The representative indicated that any impact the Drug Court program may have was not foreseeable at this time.

Treatment services are coordinated with Drug Court staff via telephone, fax, or written correspondence. Reports will be made regularly, directed to the Court and/or the probation department.

A Drug Court client must wait, on average, 7-10 days before they enter the treatment facility. Court and Probation personnel explain the program requirements to the Drug Court clients. The certified alcohol and drug counselor at the treatment facility explains alcohol and Drug treatment services to Drug Court clients.

The treatment facility uses a variety of instruments to assess clients at intake including the Addiction Severity Index; Michigan Alcoholism Screen Test; Drug Offender Profile Index, and the Drug Abuse Screening Test. The representative indicated the instruments are used for a variety of reasons, including needs assessment, risk assessment, and making DSM-IV diagnosis. The treatment representative indicated that the main substances of abuse for Drug Court program participants served are cocaine and marijuana.

The treatment representative indicated the facility may encounter clients with special needs, such as those lacking in literacy skills and language skills, deaf/mute, homosexuals, and gender differences. Relationships have been formed with other available resources in the county and in the surrounding area to meet special needs of clients.

Transportation is not provided by the treatment facility. The treatment representative also indicated that clients needed to arrange childcare services on their own.

Services specifically offered to Drug Court clients include the following: detoxification therapy, methadone maintenance, medical treatment, individualized treatment plans, staged recovery, relapse prevention, substance abuse education, AA/NA 12-step program, self-help therapy, behavior modification, case management, casework, advocacy for obtaining services/benefits, individual counseling, family therapy, social skills development, problem solving skills, life skills training, parenting classes, cognitive behavioral therapy, training in anger management, stress management, and relaxation

methods. The respondent indicated that the treatment facility also provides aftercare services for Drug Court clients.

The treatment agency has developed special affiliations with mental health agencies that provide specialized treatment services to those Drug Court clients with mental health disorders and also has the ability to provide specialized treatment services to Drug Court clients who have mental health needs. The treatment facility is authorized to prescribe medications to Drug Court clients.

The respondent indicated the treatment facility does random urine screens independent of the drug testing done through the Drug Court program, as needed or deemed appropriate. The treatment respondent indicated the client pays any fees.

The Clark/Madison Drug Court program is in the pilot phase. Therefore, the treatment representative found it difficult to comment on the strengths, benefits, and areas of improvement regarding the Drug Court program.

### Jail Perceptions

Two jail representative completed surveys concerning the planned Clark/Madison Drug Court program. The representative indicated that there would not be any officers/correctional staff solely dedicated to the Drug Court program. Further, it was indicated that no changes in training programs, arrest, or jail policies are expected. The jail representatives also did not expect that the Drug Court program would have any impact on the agencies' relationship with community groups.

One representative indicated that time would be an important measure for evaluating the success of the Clark-Madison Drug Court program.

Both jail representatives believed that the Clark/Madison Drug Court Program will impact law enforcement agencies by promoting new relationships with justice system and other agencies in the community. One representative felt that the Drug Court program will also impact law enforcement in the following ways: (1) Drug Court will encourage greater coordination with other justice agencies, (2) Drug Court will permit officers to be available for other cases, (3) Drug Court will provide a more effective response to arrests of substance abusers, (4) Drug Court will provide law enforcement with an additional tool to enforce a no tolerance policy, (5) Drug Court will provide more jail space for pre-trial defendants, (6) Drug Court will result in more jail space for sentenced defendants; and (7) Drug Court will reduce the number of substance dependent detainees.

The representatives indicated the Clark/Madison Drug Court program may offer various savings in time and money. Time spent in court appearances, as well as police and corrections overtime, may be reduced as a result of the Drug Court program. Further, one representative believed the Drug Court program would offer savings in jury costs and may reduce the number of re-arrests. This representative did not foresee any additional costs or problems, as a result of the Drug Court program. Additional savings, noted by one jail representative, included less food, utilities, and jail manpower needed for fewer people being incarcerated, as a direct result of the Drug Court program.

The Drug Court program is expected to impact the jails, as indicated by one jail representative, by creating a better working environment. "As a correctional facility, I expect the inmate population to decrease. This will improve security and safety with a smaller inmate population. [Thus, a] better working environment for correctional staff."

Benefits of the Drug Court program listed were: (1) Savings on budget, (2) Reduce overcrowding, and (3) Education of staff and inmate population for the need and benefits of an organized treatment program. Strengths that were mentioned by the jail representative included: (1) Rehabilitation of an individual, (2) Reduce crime rate and recidivism, and (3) Savings due to fewer prisoners.

Comments made about the Clark-Madison Drug Court, by one jail representative, included the following: “Drug Court alternatives have been needed in this area for a long time. I hope the treatment facilities are sufficient to handle the case load.”

### Police Perceptions

Two police representatives completed surveys regarding the Clark/Madison Drug Court program. Currently, no officers are solely dedicated to Drug Court duties. One Police Department will support the Drug Court program by monitoring court orders and curfews for Drug Court clients. The other Police Department has a well-staffed and well-budgeted narcotics unit that will work with the Drug Court program.

The police representatives noted that the Clark/Madison Drug Court pilot program is very new and, therefore, it has been difficult to evaluate the strengths and the weaknesses of the program.

The police representatives indicated that the Clark/Madison Drug Court has had no impact on officer or staff orientation or training, or on arrest policies and procedures. However, the Drug Court program is expected to impact the agency's relationship with community groups by causing a greater interaction and cooperation with community groups. There is a community-policing program that will work with the Drug Court program and Judge.

One police representative indicated that the following factors would be necessary to evaluate the effectiveness of the Drug Court program: (1) Measure the number of repeat offenders, (2) Amount saved in court appearances and jail space, and (3) Greater interaction among police, courts, and civic groups.

The police representatives believed that the Drug Court program will encourage greater coordination with other justice agencies. Further, the Drug Court program is expected to promote new relationships with the justice system and other agencies in the community. Additionally, the representatives indicated that the Drug Court Program will result in more space for sentenced defendants. One officer believed the Drug Court program will increase education and awareness about substance abuse and its impact on clients. Officers disagreed about whether the Drug Court program will provide a more effective response to arrests of substance abusers, provide law enforcement with an additional tool to enforce a no tolerance policy, provide more jail space for pre-trial defendants, and will reduce the number of substance dependent detainees.

Both officers believed that the Drug Court program will provide savings in jury expenses. One police representative believes the Drug Court program will help save time for police by reducing the amount of time spent in court appearances. In addition, the representative expects possible savings in police/corrections overtime. One police representative believed that the Drug Court program would reduce the number of re-arrests.

Strengths of the Drug Court program listed by the police representative were (1) The interaction, (2) Time-savings, and (3) Fewer repeat offenders.



### Prosecution Perceptions

One prosecutor completed the survey. The prosecution representative indicated that no staff will be solely dedicated to the planned Clark-Madison Drug Court program. It is expected that the program will have an impact on attorney and staff orientation and training programs. Policies and procedures are expected to be impacted from involvement in screening and approving cases for the Drug Court program. The representative also indicated an expected impact on the office's relationship with community groups.

The prosecution representative suggested the following areas for evaluating the effectiveness of the Drug Court program: (1) Measuring the rate of recidivism and (2) Success of offenders, "whether they become meaningful, positive members of the community." The representative indicated that the Drug Court program will promote new relationships with the justice system and other agencies in the community and will also provide a more effective response to substance abusers. However, the prosecution representative indicated that the Drug Court Program would not permit more attorneys to be available for other cases; will not increase education and awareness of attorneys about substance abuse and its impact on clients; and Drug Court will not promote more efficient use of office resources. The representative also believed that the Drug Court Program would not offer savings in terms of case preparation time, time spent in court appearances, or reduce the number of re-arrests.

The prosecution representative felt that there would not be enough prosecution personnel to handle the additional responsibilities brought about by the Drug Court Program, in turn, there would be the cost of additional support staff, prosecutors, and probation officers. The representative did not feel that there would be any other savings to the office, however the representative felt that there would be a great savings to the community and corrections system.

The prosecution representative indicated a significant benefit of the Drug Court program would be a reduction in crime rates. The major strengths of the Drug Court program mentioned were the community based treatment aspect, getting defendants off drugs and placed into jobs, and the reduction in crime rates.

The prosecution representative felt that the Drug Court program could be improved by giving probation and parole officers, as well as the prosecution office, additional assistance.

Other comments made by the prosecution representative were the Drug Court Program is a "good idea, but needs adequate support staff for all involved."

## Conclusions

In summary, the Clark/Madison Pilot Drug Court program was established in the first week of December 1998, when the first client in Clark County was accepted into the pilot program. The pilot program is a model of the planned Clark/Madison Drug Court program.

The program is based on the *Key Components* and has three program phases, which take an average client approximately 18 months to complete. One judge, Judge Julia Adams, works with the Drug Court program. There is no staff employed by the Drug Court. Two probation and parole officers, one from each participating county, work with the Drug Court clients, in addition to their usual caseload.

The following are the most commonly mentioned strengths across respondents:

- Team concept
- Accountability of the clients
- Reduction in crime rates
- Community based treatment
- Better communication within the criminal justice system
- Intensive supervision

The following are the most commonly mentioned suggestions for evaluating the effectiveness of the Drug Court program:

- Measure the rate of recidivism
- Success of offenders

The following are the most commonly mentioned areas for improvement for the current program:

- Hiring additional staff for probation/parole and prosecution offices
- Create a half-way house for Drug Court clients

The following comments, are excellent summaries of what respondents think about the Drug Court program.

The prosecution representative said, the Drug Court program is a “good idea, but needs adequate support staff for all involved.”

Comments from Probation and Parole officers included, “Client[s] must be at rock bottom and willing to accept treatment and willing to make the effort to help [themselves].”

The jail representative stated that “Drug Court alternatives have been needed in this area for a long time. I hope the treatment facilities are sufficient to handle the case load.”

This program is in the initial planning stages. However, the Judge has gone beyond simple planning and: (1) Has created a manual for clients, probation and parole, and anyone interested in learning about the Drug Court program; (2) Has implemented a pilot program which will serve to refine the program planning process; (3) Has an extensive history with programs similar to the Drug Court program; (4) Has an extraordinary commitment to the community in which this Judge serves as well as to meeting the individual needs of the clients; and (5) Has a longstanding presence in her community and has rallied the community to support the Drug Court program and the individuals who participate in the program. This program should have a smoother implementation because of the extensive experience and preliminary work the Judge has put into the planning of the Clark/Madison Drug Court program.

## **Process Evaluation Methodology**

In evaluating the effectiveness of programs like the Drug Court program, researchers have often relied on only the program outcomes such as termination and graduation rates and/or re-arrests to determine effectiveness. However, programs such as Drug Court are essentially long-term behavior modification programs that can not be fully understood by looking solely at the final program outcomes. To better understand how and why a program like Drug Court is effective, an analysis of how the program was conceptualized, implemented, and revised is needed. A process evaluation, in contrast to an examination of program outcome only, can provide a clearer and more comprehensive picture of how Drug Court impacts those involved in the Drug Court process (e.g., prosecutors, Judges, staff, and clients).

Specifically, a process evaluation provides information about program aspects that lead to desirable or undesirable outcomes. Because changes to the original program design may affect the program outcomes, a process evaluation can be an important tool in helping prosecutors, Judges, staff, defendants, and defense council to better understand and improve the Drug Court process. In addition, a process evaluation may help to reveal strategies that are most effective for achieving desirable outcomes and may expose those areas that are less effective. A process evaluation may also help explain the reasons why some defendants successfully complete the program and why other defendants terminate from the program before they graduate. Finally, a process evaluation may help facilitate replication of the Warren Drug Court program in outer areas of Kentucky.

The Clark/Madison Pilot/Planning Grant Drug Court program process evaluation used structured interviews for each of the different agency perspectives and a specific methodological protocol. The methodology protocol and interview procedures were used in a number of process evaluations across the state of Kentucky including the Fayette Drug Court program. This allows for comparisons of similarities and differences across the specific Drug Court program sites if desired.

The limitations for this process evaluation report include generalizability across time and programs. This report is specifically for the planning period of the Clark/Madison Drug Court program. Changes that occur after this point in time are not reflected in this report. In addition, the representatives surveyed for this report may or may not reflect all attitudes toward the Clark/Madison Drug Court program Drug Court program. Regardless, the report is critical for documenting the program or the planning process through the stated time period.

The process evaluation for the Clark/Madison Pilot/Planning Grant Drug Court program included semi-structured interviews with and surveys of the Drug Court Judge, defense council, prosecutors, probation and parole representatives, jail personnel, police department representatives, and treatment program representatives. The specific breakdown of interviews is as follows:

Table 5. Process Evaluation Methodology

<b>Respondent</b>	<b>Number interviewed/returned</b>	<b>Response Rates</b>
Drug Court Judge	1	100%
Judge as Administrator	1	100%
Defense Council	1	100%
Prosecutors	1	100%
Probation & Parole	2	100%
Jail	2	100%
Police Department	2	100%
Treatment Programs	1	50%
<b>Total</b>	<b>9</b>	<b>94%</b>

The interviews with the Drug Court Judge lasted about four hours. All of the other surveys were self-administered. The Judge provided names and contact number of other representatives with working knowledge of the Clark/Madison Pilot/Planning Grant Drug Court program. Information was collected from April to June 1999. Some of the responses were not able to be gathered due to the lack of time. Respondents also indicated that, due to the newness of the program, the strengths and weaknesses of the program were difficult to evaluate. Feedback from each of the respondents is reported in separate sections.